

ROUTING AND TRANSMITTAL SLIP

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1. EO/DDA	<i>[Signature]</i>	11/23
2. ADDA	<i>[Signature]</i>	11/23
3. DDA	<i>[Signature]</i>	11/23
4.		
5.		

Action	File	Note and Return
Approval	For Clearance	Per Conversation
As Requested	For Correction	Prepare Reply
Circulate	For Your Information	See Me
Comment	Investigate	Signature
Coordination	Justify	

REMARKS

cy attached for ADDA

Don - I agree with the NAPA Groups prepared disposition of the comments

[Signature] 11/23

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DD/A Registry
79-0258/21

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MEMORANDUM FOR: Secretary, Executive Committee

FROM : Harry E. Fitzwater
Director of Personnel

SUBJECT : Summary of Comments Received on the NAPA
Project Group Report

1. Forwarded herewith, for the Executive Committee meeting on 26 November 1979, is the Office of Personnel's review of responses received on Sections A through H, A Framework for the Agency Personnel System, of the NAPA Project Group Report. Included is a matrix of the responses, a comment summary and Office of Personnel comments with recommendations. Please note that comments from the General Counsel, Legislative Counsel, Inspector General and the Director, Equal Employment Opportunity were not received. The Director, Equal Employment Opportunity will present his comments at the meeting. The Comptroller indicates he has no substantive comments or suggestions to offer on the Report.

2. In the interest of time, I have taken the liberty to distribute the review with a copy of this memorandum to the Executive Committee Members.

Harry E. Fitzwater

Harry E. Fitzwater

Attachments

cc: Executive Committee Members

REVIEW OF THE COMMENTS CONCERNING

NAPA PROJECT GROUP REPORT

1. On 5 November 1979, the Deputy Director of Central Intelligence released the NAPA Project Group Report to the Deputy Directors and Independent Office Heads asking for their review of the report and its recommendations. Further, the DDCI requested any comments they may have be submitted to the Director of Personnel by 15 November 1979.* Subsequently, an Executive Committee meeting was scheduled to consider the first section of the report, namely, A Framework for the Agency Personnel System. Attached is:

- a matrix summarizing the comments received;
- a review of the comments, when made;
- an Office of Personnel comment where disagreements with or modifications to the recommendations arise; and
- a review of the responses to the Project Group's memorandum to the Director of Personnel.

2. Generally, all respondents concurred with the majority of the recommendations. They commented only where they felt the recommendation was not appropriate, or was in need of modification/ amplification, or was one they strongly endorsed. In addition, most commended the Project Group on their hard work, thoroughness, and sound recommendations on the issues addressed.

*The Comptroller indicated he had no substantive comments or suggestions to offer on the report. In addition, as of 21 November, responses were not received from OGC, OLC, IG and D/EE0; thus, the review of the first part of the NAPA Project Group Report does not contain a full set of responses.

RESPONSE SUMMARY AND OP COMMENTS

Tab A: Scope and Limitation of the DCI's Authorities

Comment Summary:

Responses supported updating and keeping current the Guide to Law of Central Intelligence Agency. The DDA did question if "this lengthy and legally worded Guide would be clearly understood and of use to all senior managers". Rather, the DDA suggested that the Guide be updated and read periodically by a "few selected senior managers" who need to have a full and detailed understanding of the DCI's legal authorities.

All supported the recommendation that the General Counsel develop a statement that cites the significant boundaries of the DCI's authority with regard to personnel administration. The DDA proposed that this document be required reading for all managers down to and including the branch level. While agreeing that the statement would be useful, the DDO noted that "there is little need for a base line if the special authorities are not used as they were in the past to solve the Agency's unique problems." D/NFAC strongly endorsed the preparation of this type of general statement and the D/OPA believes a general statement clarifying the broad issues would be helpful.

OP Comment:

It is recommended that all three recommendations in Tab A be approved. Who should periodically read the Guide can be determined by the Deputy Directors and Independent Office Heads. They can also distribute the general statement prepared by OGC as appropriate.

Tab B: Criteria for Changes

Comment Summary:

All but the D/NFAC agreed with both recommendations. "NFAC opines that a written set of considerations for use in determining whether or not to adopt changes which stem from systems in other agencies is desirable." However, the D/OPA indicates "that to attempt to define the criteria that would be used in adopting personnel management policies of other agencies would be a mistake. It is our view that each proposed change would need to be researched and evaluated on its own merit."

The DDA suggests that all analyses prepared for the DDCI be maintained in a central location within the Office of Personnel.

OP Comment:

It is recommended that all three recommendations in Tab B be approved. The Agency should retain the freedom to select systems that allow us the greatest flexibility in improving our personnel management system. A set of rigid criteria could restrict that option. The Office of Personnel will maintain a central repository for the analysis of proposed personnel policy changes.

Tab C: Personnel Policy: Approval and Publication of Regulations

Comment Summary:

Agreement was given to both recommendations in the Tab.

OP Comment:

It is recommended that both recommendations in Tab C be approved.

Tab D: Authorities of the Director of Personnel

Comment Summary:

Generally the responses support the recommendation in this Tab. Although accepting the recommendation, the D/NFAC notes that "a portion of NFAC management strongly believes that for policy purposes D/OP should report directly to the DCI or DDCI." The D/OPA views that a much more indepth study should be made as to the amount of authority the D/OP should exercise over personnel management.

In addition, while concurring with the recommendation, the DDS&T supports it only if the D/OP can implement the recommendation "within its existing manpower resource levels" and further notes that implementation "would require an upgrading of existing staff to perform control and enforcement functions." The DDO concurrence is modified by "the understanding that procedures for resolving disputes do not serve to reduce the authorities of line management."

OP Comment:

It is recommended that the recommendation in Tab D be approved. The exercise of enforcement functions, reporting channels and procedures for resolving disputes will be detailed in the memorandum which can be coordinated with Executive Committee members prior to issuance. Additional human resources, if needed, to perform these functions will be programed from within the Office of Personnel and the Director of Personnel will continue to monitor personally the assignment of staff to perform control and enforcement functions.

Tab E: Role of Personnel Officers

Comment Summary:

Endorsement was received for the two recommendations in this Tab. However, the DDO wishes it understood "that such supplemental guidance be in accordance with paragraph IV.B" (pages E-4 and E-5) of Tab E.

OP Comment:

It is recommended that both recommendations in Tab E be approved. In issuing supplemental guidance to component personnel officers, the D/OP will follow those common functions cited above.

Tab F: Office of Personnel Focal Point for Component Personnelists

Comment Summary:

Concurrence was received for the recommendation contained in this Tab.

OP Comment:

It is recommended that the recommendation in Tab F be approved.

Tab G: Office of Personnel Operational Activities

Comment Summary:

With the exception of the D/NFAC, all respondents agreed to the recommendation contained in this Tab. "NFAC believes that we can identify several operational activities performed in the recruitment division that would be better and more expeditiously performed in the directorate and offices. For example, invitations for pre-processing interviews, immediate initiation of processing on urgent applications, flexibility to select in-grade hire salaries in lieu of higher grade."

OP Comment:

It is recommended that the recommendation contained in Tab G be approved subject to reconsideration upon the completion of the IG report on recruitment activities. It is assumed that the subjects identified by NFAC will be addressed further in the IG report.

Tab H: "E" Career Service

Comment Summary:

Respondents endorsed retaining the "E" Career Service. The DDA, however, believes "even stronger emphasis should be placed on the use of rotational assignments for the staffing of "E" positions" and suggested restating the recommendation as follows:

"Retain the "E" Career Service but encourage to the maximum degree possible professional "E" career positions being staffed by officers on rotational assignment from other Career Services."

OP Comment:

It is recommended that the recommendation contained in Tab H be approved. It is further recommended that the DDCI issue separate guidance to both the Chairman of the "E" Career Service and the Heads of Independent Offices having "E" Career Service positions encouraging them to the maximum degree possible to staff professional "E" career positions by officers on rotational assignment from other Career Services.

RESPONSES TO THE NAPA PROJECT GROUP'S MEMORANDUM TO
THE DIRECTOR OF PERSONNEL DATED 2 NOVEMBER 1979

NAPA Project Group Comment

"Our concern is over what appears to be a creeping tendency within the Agency to view promotions during one's career as a process without end. We recommend consideration be given to providing--in appropriate Personnel Management Regulations, Notices, Directorate Handbooks, EOD orientations, etc.--information to employees on what constitutes reasonable career aspirations and what obligation the Agency has to provide opportunity for meeting these personal goals. The elements of competitiveness, excellence and potential--not just headroom or longevity--should be stressed as key factors for selection beyond the journeyman level to senior positions."

Respondent's Comments

The Director, National Foreign Assessment Center added his concern and support to this issue and commented that "NFAC managers strongly believe that, beginning with Mr. Colby's directorship and continuing almost in an unbroken line, Agency management--though acting in a rational manner--has created the belief on the part of a large number of employees that advancement opportunities are essentially unlimited. We collectively opine that this overly optimistic view raises false hope, as reality stands in the way of achievement of these unrealistic expectations. I add my support to the recommendation in paragraph 7 (quoted above) of the aforementioned memorandum. I do not believe that the extent of these unrealistic expectations is exaggerated, and

I do believe that these expectations are responsible for a significant proportion of Agency personnel problems."

The Deputy Director for Operations stated "that perhaps the group's single most important statement is contained in paragraph 5 of their covering memorandum. They refer to "a creeping tendency within the Agency to view promotions during one's career as a process without end" and point out that this attitude "seems to be encouraged by management pronouncements." They are absolutely correct, their recommendations are sound, and this issue indeed should be given management attention."

The Director of Public Affairs also indicated that "the Project Group has made an extremely important point in its covering memorandum on the need to balance merit as a consideration for promotion with the criteria for career development and promotional opportunities. It is our view that the Project Group's concern can be met by inserting some emphasis on merit and competitiveness into the guidelines without making this point so strongly that it detracts from the description of the mechanism for insuring career opportunities for all."

OP Comment

Agree with the concerns expressed. Competitiveness, excellence in performance and potential to assume greater responsibility should be stressed as key factors in selecting individuals for promotion above the journeyman level. Publications and pronouncements should stress the above elements over longevity and demonstrated satisfactory work. Recommend that the Head of each Career Service develop a draft statement on what constitutes reasonable career aspirations within their Career Service and what obligations the Career Service has to provide

opportunity for meeting these personal goals. The Director of Personnel, after reviewing the Career Service statements, will develop an Agency-wide statement regarding aspirations and obligations.

ADMINISTRATIVE - INTERNAL USE ONLY

RESPONSES TO THE NAPA PROJECT GROUP REPORT

A - Agree/Concur/Endorse
 NA - Does not Agree/Concur/Endorse
 NC - No Comment
 N - Neutral

TAB	RECOMMENDATION	DDA	NFAC	DDO	DDS&T	E SERVICE	D/EEO	OGC	OLC	IG	OPA
	<u>A Framework for the Agency Personnel System</u>										
A	<u>Scope and Limitation of the DCI's Authorities</u>										
	A. Charge the General Counsel to Complete the Guide to Law of Central Intelligence Agency within three months, and subsequently to keep it current.	A	N	A	A	NC					NC
	B. Require senior managers periodically to read the Guide.	NA	N	A	A	NC					NC
	C. Charge the General Counsel with developing a statement, in the style and detail associated with a law review article, that cites the significant boundaries of the DCI's authority with regard to personnel administration. This statement should be completed by 1 January 1980. The statement is not in lieu of the Guide; its purpose is to provide a single, uniform interpretation of the boundaries of the DCI's authority, avoiding the problem of differing conclusions drawn by laymen readers.	A	A	A	A	NC					A
B	<u>Criteria for Changes</u>										
	A. Do not accept the NAPA proposal for a written set of considerations for use in determining whether or not to adopt changes which stem from system in other agencies.	A	NA	A	A	NC					A
	B. The DDCI task the Director of Personnel with the responsibility for an impact analysis of proposed personnel policy changes, with the degree and extent of that analysis being appropriate to the significance of the issue.	A	A	A	A	NC					A
	C. The DDCI utilize the report from that analysis as the basis of a record of the decision made and the rationale for it; utilize the analysis as a source of information for employees in those situations where it is deemed appropriate.	A	A	A	A	NC					A

ADMINISTRATIVE - INTERNAL USE ONLY

ADMINISTRATIVE - INTERNAL USE ONLY

TAR		RECOMMENDATION	DDA	NFAC	DDO	DDS&T	E SERVICE	D/EEO	OGC	OLC	IG	OPA
STAT STAT	C	<u>Personnel Policy - Approval and Publication of Regulations</u>										
		A. Have the Director of Personnel review the [] series and where necessary revise them in format to clearly indicate the basic Agency policy on the subject contained in that sub-series. This revision is to be completed within six months. As this is a format change only, coordination is not necessary. The revised regulation is to note "revised for format only", with the last date of content change also indicated. Only those [] series reflecting policy issues need be revised. Those sub-series programmed for content change within six months after the completion of the format revision can be revised for format when revised for content.	A	A	A	A	NC					NC
		B. The DCI or the DDCI continue to approve all new personnel policies or any changes in existing policies; the Director of Personnel continue developing personnel regulations; and, the DDA, following coordination with appropriate senior Agency managers, issue all Headquarters Personnel Regulations unless statute requires DCI or DDCI approval.	A	A	A	A	NC					NC
	D	<u>Authorities of the Director of Personnel</u> The DDCI issue a memorandum to senior Agency management in which the control and enforcement functions to be performed by the Director of Personnel are delineated. This memorandum should also outline reporting requirements and procedures for resolving disputes.	A	A	A	A	NC					NA
	E	<u>Role of Personnel Officers</u>										
		A. Have the component manager clearly define in the Advance Work Plan, the role expected from the Component Personnel Officer giving particular emphasis both to the working relationship desired between the Personnel Officer, the Career Management Officer and the line supervisor and to the four functions common to personnel specialists identified in the conclusions section of this paper.	A	A	A	A	A					NC

ADMINISTRATIVE - INTERNAL USE ONLY

TAB	RECOMMENDATION	DDA	NFAC	DDO	DS&T	E SERVICE	D/EEO	OGC	OLC	IG	OPA
	B. Have the Director of Personnel clearly define in supplemental guidance through the component manager, the general role expected from Personnel Officers. If appropriate, this guidance can be issued on a Directorate-wide basis.	A	A	A	A	A					NC
F	<u>OP Focal Point for Component Personnelists</u> A focal point for operations in the Office of Personnel not be created.	A	N	A	A	NC					NC
G	<u>Office of Personnel Operational Activities</u> Operational activities as defined in this paper and now carried out in the Office of Personnel not be delegated to Personnel Officers in the Directorates.	A	NA	A	A	NC					NC
H	<u>"E" Career Service</u> Retain the "E" Career Service but with more professional "E" career positions being staffed by officers on rotational assignment.	A	A	A	A	A					A

S Flow-Through Policy

- [illegible]

[illegible]

[illegible]

-TAB

RECOMMENDATION

DDA NFAC DDO DDS&T E SERVICE D/EEO OGC OLC IG OPA

B. Require line managers to annually report on the effectiveness of their personnel management programs. This report will take into consideration findings on the effectiveness of their personnel management programs done by other components of the Agency, and the line managers review of personnel goals and accomplishments.

NC A NA A NC NC NC

Y Costs of Personnel Administration

Task each Directorate, with the guidance of the Director of Personnel, to assess personnel costs in the areas noted by the NAPA Team and report findings, with recommendations, to the DDCI.

A A NA A NC NC NC

Z Personal Rank Assignments

A. Retain the present concept of Personal Rank Assignments with monitoring by the Director of Personnel.

A A A A NC NC NC

B. Have the Director, NFAC, and the Director of Administration clearly label coverage of Personal Rank Assignments in their Career Service Handbooks so as to provide Agency-wide consistency among handbooks and for easy identification by employees.

A A A A NC NC NC

AA LWOP for Employee Spouses

A. Continue to utilize the present mechanism to handle the placement of those returning from LWOP.

A A A A NC NC NC

B. Reaffirm the "first consideration" rights for employees returning from LWOP status due to accompanying their spouses on field assignments.

A N A A NC NC NC